
ANNEX G: HOMELAND SECURITY

General

Meeting the new security challenge posed by the present threat of terrorism toward Americans on American soil has required revised security methods and priorities. The federal government, the Department of Defense (DoD), and other agencies have established new organizations, priorities, and plans to better serve the Nation's security needs. But homeland security remains a broad, complex mission with multiple players and tasks, numerous vulnerabilities, and a difficult-to-define threat. Within the context of the *National Strategy for Homeland Security*,¹ homeland security is not exclusively a military task. Homeland security is a national activity with the bulk of homeland security responsibilities residing with domestic authorities—local, state, and federal.

Defense of the United States is and has been the number one priority of the U.S. military since the founding of the Republic. The DoD supports national homeland security strategic objectives by assuring allies and friends, dissuading future military competition, deterring threats and coercion against U.S. interests, and decisively defeating any adversary if deterrence fails.² In the current context of defending the homeland, the ongoing overseas military operations are seeking the terrorists and the terrorist networks abroad to prevent and deter attacks before they occur. Domestically, the Department of Homeland

Security and the Department of Justice lead the national efforts against terrorism. Within this coordinated effort, the Army plays an important role in securing the homeland through its operations overseas and its contributions within the United States.

The Nation depends on Army contributions for a secure homeland—a mission the Army has been conducting for over 227 years. The Army's specific role and commitment of resources have changed over the years to reflect evolving U.S. strategy. The current U.S. strategy, as reflected in the National Security and National Military Strategies, continues to mature in addressing the increased security threats to the homeland that the Nation faces today and anticipates facing into the future. The Army, including the Active Component, the Army National Guard, and the Army Reserve, will continue to provide its enormous experience, talent, and capabilities to support the homeland security effort.

Overview

The Army derives its homeland security requirements from a series of strategic documents, plans, directives, and laws. Throughout the past year, there have been several initiatives and actions across the Nation to enhance homeland security. These actions have provided new and, in some cases, still emerging guidance and directions for homeland security activities. At the federal

¹ Office of Homeland Security, *National Strategy for Homeland Security*, Washington, DC, July 2002.

² Department of Defense, *Quadrennial Defense Review Report*, Washington, DC, 30 September 2001, p 11.

level, the Office of Homeland Security was established to coordinate efforts of federal, state, and local authorities to provide security at home. Within the DoD, a new unified command has been established. United States Northern Command (USNORTHCOM) was established on 1 October 2002 at Peterson Air Force Base, CO, with combatant command responsibility to defend the people and territory of the United States against external threats and to coordinate the provision of U.S. military forces to support civil authorities.

The White House published *The National Strategy for Homeland Security* that serves as a national plan for securing the Nation from terrorism. **Homeland Security** is defined as:

"a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur."³

Within this framework, the DoD articulated its role in supporting homeland security efforts and described the conditions under which the DoD would be involved in improving security at home. The three circumstances under which the DoD would be involved in improving security at home include:⁴

First, in extraordinary circumstances, the DoD would conduct military missions such as combat air patrols or maritime defense operations to defend the people and the territory of the Nation. The DoD would be the lead federal agency under these conditions,

supported by other agencies. The military role under this set of circumstances is considered **Homeland Defense** and is defined as:

"The protection of U.S. sovereignty, territory, domestic population and critical defense infrastructure against external threats and aggression."⁵

Second, the DoD would be involved during emergencies such as responding to forest fires, floods, tornadoes, or other catastrophes. In these circumstances, the DoD may be asked to act quickly to provide capabilities that other agencies do not have.

Third, the DoD would also take part in "limited scope" missions where other agencies have the lead; for example, security at a special event such as the Olympics.

The military role associated with the second and third sets of circumstances is considered civil support. Civil support missions are undertaken by the DoD where its involvement is appropriate and where a clear end state for the Department's role is defined. The Department will seek reimbursement for civil support missions when authorized by law.

Civil Support is defined as Department of Defense support to U.S. civil authorities for domestic emergencies and for designated law enforcement and other activities.⁶

The Army supports homeland security activities in both a homeland defense and a civil support capacity.

³ *National Strategy for Homeland Security*, p 2.

⁴ Secretary of Defense, Donald Rumsfeld, "Homeland Security and the Role of the Department of Defense, Congressional Testimony Before the United States Senate, Committee of Appropriations," 7 May 2002.

⁵ Department of Defense, (U) *Defense Planning Guidance (S)*, May 2002, p 19.

⁶ *Defense Planning Guidance*, p 19.

Army Role in Homeland Security

The United States Army's nonnegotiable contract with the American people is to fight and win our Nation's wars.⁷ In maintaining its capability to fight and win our Nation's wars, the Army maintains a warfighting focus with units organized and trained for combat. Maintaining this focus also gives the Army the capability to fulfill a variety of homeland security-related functions. These functions span a range of missions that could include the traditional warfighting requirements associated with defeating an external threat to the noncombat tasks associated with supporting civil authorities in domestic contingencies. These may range from fighting forest fires to responding to a terrorist attack.

The Army retains its responsibilities to protect its personnel and resources—this is unchanged. Within the DoD framework for military support to homeland security, emerging doctrine describes the Army's specific mission areas:

Homeland Defense. Under this mission area, the Army and other Services within DoD perform their traditional military missions to defend the air, maritime, and land approaches into the Nation and to protect critical defense infrastructure. The primary orientation for homeland defense is against external threats and aggression. Under extraordinary circumstances, however, there are cases in which the President, exercising his constitutional authority, could authorize military action to counter threats within the United States.

The increased threat and global proliferation of ballistic missiles poses a significant threat

to our Nation. In response to that threat, the DoD is developing a Ballistic Missile Defense System (BMDS) test bed that is a key element of the National Security Strategy and a mission of national strategic importance. The Ground-Based Midcourse Defense (GMD) segment is the cornerstone of the test bed. It will have an Emergency Defensive Operations (EDO) capability not later than 30 September 2004, making it a high-visibility program for the Army. The Army has served as lead Service for GMD (formerly National Missile Defense (NMD)) since 1999, and the test bed is a precursor to the Objective GMD system.

Support to Civil Authorities. One of the Army's core competencies⁸ is to support civil authorities. The Army is uniquely capable of supporting civil authorities in a full range of domestic contingencies. Rapid, responsive Army support to civil authorities and agencies is often a critical and decisive element in disaster or crisis mitigation. The Army possesses many resources that have great utility in homeland security-related operations. Law and policy govern Army support to civil authorities. When it is appropriate and authorized by the DoD, the Army provides capabilities to support civil authorities who do not possess the necessary capabilities or whose capabilities are overwhelmed or exhausted. The Department will seek reimbursement for civil support missions when authorized by law. The same capabilities that are resident within the Army force structure to meet its warfighting mission requirements provide a wide range of capabilities to support civil authorities. Support to civil authorities generally can be described in three categories:

1. **Military Support to Disaster Response.** The Federal Response Plan describes the

⁷ Headquarters, Department of the Army, *Field Manual 1, The Army*, Washington, DC, June 2001, p 3-1.

⁸ *FM 1, The Army*, pp 3-1 through 3-3.

basic methodology by which the federal government mobilizes resources and conducts activities to assist states coping with the consequences of significant disasters. Under current policy, military support will normally be provided only when state, local, and federal resources are unavailable and only if the support does not interfere with its primary missions or ability to respond to operational contingencies. The Army has been called on to alleviate the suffering and minimize damages resulting from major disasters such as floods, earthquakes, hurricanes, forest fires, or man-made disasters.

2. **Military Support to Domestic Law Enforcement.** Military forces may provide support to civilian law enforcement agencies as governed by constitutional and statutory restrictions and applicable policy. Military support, when requested and with proper authorization, may be required to support military assistance to civil disturbances, counterdrug operations, border security requirements and immigration operations.
3. **Military Assistance to Domestic Consequence Management in Response to a Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives (CBRNE) Incident.** Just as in providing military support to disaster response, the Federal Response Plan describes the basic methodology by which the federal government will provide consequence management support to a CBRNE incident. Under the Federal Response Plan, military support is provided in support of a lead federal agency. Military support to consequence management involving the employment of a CBRNE comprises government interagency assistance to protect public health and

safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of a CBRNE accident or incident. Local and state governments have primary authority to respond to the consequences of terrorism; the federal government provides assistance as required. The Army possesses within its force structure a wide range of specialized and general-purpose capabilities to support consequence management requirements.

Much of what the Army and the National Guard (in a state role) have done in securing the homeland over the past year has involved supporting civil authorities whose own capabilities have been exhausted or overwhelmed. Airport security, border security, and providing support at disaster sites are examples of requirements that are the legitimate responsibility of various domestic agencies but, due to increased requirements, needed additional support. The Army has supported these and other missions by augmenting civil agencies that have been overwhelmed. As the capabilities of civil authorities have increased, or support requirements have been met through other means, the Army has been able to reduce its commitments. Because of its wide range of capabilities and geographic dispersion across the country, the Army is uniquely capable of supporting civil authorities across a full spectrum of domestic contingencies.

National Guard units play a prominent role in homeland security because of their ability to be employed in a federal or a non-federal status. The Army National Guard is often employed under state control to meet the needs of local and state authorities. In this capacity, the National Guard can support homeland security requirements prior to a federal

response being requested or approved. In general, the same capabilities needed to support warfighting requirements are those required to support homeland security-related missions. Soldiers, leaders and units that are organized, trained, and equipped for warfighting provide a combination of the general-purpose and specialized capabilities needed in a variety of civil support roles. The Army continually assesses its ability to meet its wide range of requirements and, as necessary, restructures itself to ensure it has the required capabilities. An example of this restructuring is the Army National Guard Restructuring Initiative (AGRI).

Army National Guard Restructuring

The Army is in the process of restructuring selected units of the Army National Guard force structure to meet the requirements of the new and emerging defense strategy. The restructured units will remain fully capable of conducting combat operations to meet full-spectrum warfighting requirements for the regional Combatant Commanders while also addressing the unique needs associated with homeland security requirements. The restructuring will create lighter, more flexible units with the introduction of two new types of organizations into the force structure—mobile light brigades and multifunctional divisions. Through the restructuring, the National Guard will reduce the number of tracked and armored vehicles in the force and avoid the expenses of modernizing and maintaining a large fleet of legacy systems. The restructuring initiative will begin in 2008 and should be completed by 2012.

Weapons of Mass Destruction (WMD) Civil Support Teams (CST)

One uniquely organized and trained unit within the National Guard in meeting homeland

security requirements is the WMD Civil Support Team (CST). The WMD CST (formerly called RAID teams) was directed by Congress in October 1998. A WMD CST is a small, highly trained National Guard organization that has been specifically trained, equipped, and organized to support local, state, and federal agencies responding to an attack involving WMD. Due to the required level of training and expertise, and the requirement for rapid employment, full-time members of the National Guard man WMD CSTs.

The CSTs leverage the best military technology and expertise available and ensure the local incident commander has military personnel who can rapidly and accurately translate his requirements into requested response capabilities. There are currently authorizations for 32 WMD CSTs.

CST missions are:

- Assessing a chemical, biological, radiological or nuclear event in support of the local incident commander.
- Advising civilian responders regarding appropriate actions.
- Facilitating requests for assistance to expedite arrival of additional state and federal assets to help save lives, prevent human suffering and mitigate property damage.

These teams are responsive to state emergencies and can be mobilized in a federal support role.

Conclusion

As it has for over 227 years, the Army will continue to provide for the Nation's defense, both at home and abroad. The Army's role in

homeland security will evolve as policy, guidance, and doctrine are further developed. As new missions emerge, modernization and

Transformation efforts will need to recognize the changing requirements and environment to ensure America's Army can meet the warfighters' needs.